

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 ACDA-05 SAJ-01 EB-07 CIAE-00 DODE-00

PM-04 H-02 INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01

SP-02 SS-15 USIA-06 IO-11 OMB-01 TRSE-00 /084 W

----- 070500

R 101150Z MAR 76

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TO AMEMBASSY BONN

INFO SECSTATE WASHDC 2095

AMEMBASSY BERLIN UNN

AMEMBASSY LONDON

AMEMBASSY MOSCOW

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C O N F I D E N T I A L SECTION 1 OF 2 USBERLIN 0472

E.O. 11652: GDS

TAGS: POV, PFOR, WB, GE, GW, UR

SUBJECT: GDR PROPOSAL FOR S-BAHN NEGOTIATIONS

REF: A) USBERLIN 387; B) USBERLIN 302, C) USBERLIN 454

1. SUMMARY: GDR IS CONTINUING ITS EFFORT TO DRAW SENAT INTO NEGOTIATIONS OVER FUTURE OF S-BAHN. CARROT IS PROMISE OF COOPERATION BETWEEN S-BAHN AND SENAT CONTROLLED U-BAHN AND BUS SERVICES. STICK IS THREAT TO REDUCE OR TERMINATE SERVICE. DEMAND IS FOR YEARLY SUBSIDY OF DM96.3 MILLION. GDR FOREIGN OFFICE REP DELIVERED AIDE-MEMOIRE TO THIS EFFECT MARCH 5, AND SENAT REITERATED THAT IT IS NOT INTERESTED IN NEGOTIATIONS. WE CONTINUE TO BELIEVE THAT, ONCE REICHSBAHN CONSTRUCTION MATTER IS RESOLVED, ALLIED STATEMENT TO SOVIETS WOULD BE PRUDENT TO DISCOURAGE MAJOR GDR UNILATERAL ACTION AND TO RESERVE ALLIED LEGAL POSITION. END SUMMARY:

2. GDR REP MITDANK HANDED FOLLOWING AIDE-MEMOIRE TO SENAT
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REP KUNZE AT SAME MEETING ON MARCH 5 DURING WHICH MITDANK TOOK

HARD LINE ON REICHSBAHN CONSTRUCTION IN CONNECTION WITH
DECEMBER 19 AGREEMENT (USBERLIN 449):

BEGIN TEXT: AS IS WELL KNOWN THE DEUTSCHE REICHSBAHN
CARRIES ALL S-BAHN TRAFFIC IN BERLIN (WEST) AND
PROVIDES THEREBY AN EXTENSIVE TRANSPORT SERVICE WHICH
IS EXCLUSIVELY IN THE INTEREST OF BERLIN(WEST) AND
ITS POPULATION. THE DEUTSCHE REICHSBAHN CONTRIBUTES
THEREBY TO THE SOLUTION OF IMPORTANT SHORT-DISTANCE
TRANSPORT TASKS IN BERLIN(WEST. THE PERFORMANCE
OF THIS TRANSPORT INVOLVES HIGH MATERIAL AND FINANCIAL
COSTS WHICH UNTIL NOW HAVE BEEN BORNE SOLELY BY THE
DEUTSCHE REICHSBAHN. AS A RESULT OF THE DEVELOPMENT
OF PRICES AND WAGES IN BERLIN (WEST) AND OTHER FACTORS,
THE RESULTING COSTS TO THE GERMAN DEMOCRATIC REPUBLIC,
PARTICULARLY IN RECENT YEARS, HAVE INCREASED CON-
SIDERABLY AND HAVE ALREADY EXCEEDED MANY TIMES OVER
THE INCOME WHICH THE DEUTSCHE REICHSBAHN OBTAINS FROM
THE S-BAHN IN BERLIN(WEST). SUCH A SITUATION IS NO
LONGER ACCEPTABLE. IT IS OBVIOUS THAT THE FINANCIAL
BURDENS FROM S-BAHN TRANSPORT IN BERLIN (WEST) MUST
BE BORNE IN THE FUTURE BY THE SIDE TO WHOSE BENEFIT
THIS TRAFFIC FLOWS.

PROCEEDING FROM THIS POSITION THE GOVERNMENT OF THE
GERMAN DEMOCRATIC REPUBLIC SUGGESTED TO THE SENAT
ON 9 APRIL AND 25 SEPTEMBER 1975 THE OPENING OF
DISCUSSIONS OR NEGOTIATIONS BETWEEN THE TWO SIDES
WHICH WOULD CONCERN SHORT DISTANCE TRANSPORT IN BERLIN
(WEST, COOPERATION BETWEEN THE S-BAHN AND THE TRANS-
PORT SERVICES OF BERLIN (WEST) AS WELL AS THE REGU-

LATION OF THE S-BAHN TRAFFIC'S FINANCIAL AFFAIRS IN
BERLIN(WEST). READINESS WAS DECLARED ON THE SIDE
OF THE GDR TO CONSIDER, ON THE PRESUPPOSITION THAT
THE SENAT WOULD BEAR THE DEUTSCHE REICHSBAHN'S
DEFICIT FOR THE OPERATION AND MAINTENANCE OF THE
S-BAHN IN BERLIN (WEST), ADVANTAGEOUS MODES OF COOPER-
ATION INCLUDING:

-- AGREEMENT ON SCHEDULES BETWEEN THE S-BAHN AND THE
OTHER TRANSPORT SERVICES IN BERLIN(WEST,
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-- THE ACCOMPLISHMENT OF IMPROVED CONNECTIONS BETWEEN
THE S-BAHN AND THE U-BAHN IN BERLIN (WEST),

-- AGREEMENT OVER FARE QUESTIONS BETWEEN THE S-BAHN AND
THE BERLIN(WEST) TRAFFIC SERVICES.

THE GDR FURTHER DECLARED ITSELF READY TO EXAMINE

CONSIDERATIONS ARISING OUT OF THE REPORT PUBLISHED
BY THE SENAT ON 29 OCTOBER 1974 ON A "LONGTERM SHORT
DISTANCE TRAFFIC CONCEPTION" FOR BERLIN(WEST), SUCH AS:

--THE EXTENSION OF THE S-BAHN NET THROUGH NEW
CONSTRUCTION,

--THE CONSTRUCTION OF A SECOND S-BAHN TRACK ON CERTAIN
REOUTES WITH A CONNECTION TO THE SHORT-DISTANCE FACIL-
ITIES OF BERLIN(WEST).

REDINESS WAS ANNOUNCED ALSO TO REVIEW AND CONSIDER
OTHER RELEVANT SUGGESTIONS OF THE SENAT.
MANY DISCUSSIONS OVER THESE SUGGESTIONS OF THE GDR
TOOK PLACE. IN THESE REPRESENTATIVES OF THE SENAT
WELCOMED THE READINESS OF THE GDR TO HOLD DISCUSSIONS
ON SPECIFIC QUESTIONS OF SHORT-DISTANCE TRANSPORT IN
BERLIN (WEST), AND HELD OUT THE PROSPECT OF AN ANSWER
THAT WOULD CONFIRM THESE SUGGESTIONS.
IT IS NOW NOT UNDERSTANDABLE WHEN IT IS SAID THAT
THE GDR'S PROPOSAL FOR THE BEGINNING OF NEGOTIATIONS
BETWEEN THE TWO SIDES OVER EXISSTING QUESTIONS IS NOT
ACCEPTED. THIS CAN ONLY BE JUDGED AS AN EFFORT TO
POSTPONE THE REGULATION OF COST QUESTIONS FOR S-BAHN
TRAFFIC IN BERLIN (WEST) AND TO AVOID AN ANSWER TO THE
FOLLOWING QUESTIONS:

--IF ANDIN WHAT MEASURE THE SENAT IS INTERESTED IN
THE MAINTENANCE OF S-BAHN TRANSPORT SERVICES FOR BERLIN
(WEST), AND

--IN WHAT MEASURE THE SENAT IS PREPARED FOR SENSIBLE
COOPERATION BETWEEN THE S-BAHN AND THE TRANSPORT
SERVICES OF BERLIN(WEST) ON THE BASIS OF THE PROPOSALS
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MADE BY THE GDR.

AS FAR AS THE GDR IS CONCERNED, IT CONFIRMS ITS
READINESS TO SOLVE THE ABOVE QUESTIONS WITH REGARD
TO THE INTERESTS OF BOTH SIDES AND ON AN ORDERLY BASIS.
IT MAINTAINS ITS OFFER FOR COOPERATION BETWEEN THE S-BAHN AND
THE TRANSPORT SERVICES OF BERLIN (WEST)
AND IS PREPARED TO EXAMINE THE RESULTING PROPOSALS
OF THE SENAT.
ON THE OTHER HAND, THERE CAN BE NO DOUBT THAT THE GDR
IS NOT WILLING FURTHER TO BEAR ALONE THE HIGH AND
CONTINUALLY INCREASING COSTS FOR S-BAHN TRANSPORT IN
BERLIN (WEST). THE GOVERNMENT OF THE GDR EXPECTS THAT
THE SENAT WILL APPROACH THE EXISITING PROBLEMS REALISTICALLY,
WILL GIVE AN ANSWER TO THE PROPOSALS OF

THE GDR AND WILL DECLARE ITSELF READY TO UNDERTAKE
THE NECESSARY NEGOTIATIONS.
IN THE EVENT THAT THE SENAT MAINTAINS IT POSITION.
HOWEVER, AND REJECTS NEGOTIATIONS OVER THE REGULATION
OF THE FINANCIAL PROBLEMS THAT HAVE BEEN SET OUT, THE
GDR IS NOT IN A POSITION FURTHER TO PERFORM S-BAHN
TRANSPORT AS HITHERTO. THE SENAT WILL HAVE TO
BEAR THE RESPONSIBILITY FOR THE ENSUING CONSEQUENCES.

END TEXT:

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ACTION EUR-12

INFO OCT-01 ISO-00 ACDA-05 SAJ-01 EB-07 CIAE-00 DODE-00

PM-04 H-02 INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01

SP-02 SS-15 USIA-06 IO-11 OMB-01 TRSE-00 /084 W

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R 101150Z MAR 76

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TO AMEMBASSY BONN

INFO SECSTATE WASHDC 2096

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3. SENAT REP TOOK STATEMENT FOR INFORMATION BUT SAID
HE COULD MAKE NO COMMENT. MITDANK SAID GDR DID NOT
CONSIDER KUNZE'S STATEMENT FEBRUARY 12 THAT SENAT
NOT INTERESTED IN NEGOTIATIONS NOR FEBRUARY 19 REJECTION
BY TELEX OF MITDANK PROPOSAL FOR FURTHER MEETING TO BE
"SERIOUS ANSWER". HE SUGGESTED THAT IF SENAT MAIN-
TAINED ITS POSITION, GDR MIGHT PUBLISH DOCUMENTATION
ON ITS EFFORT TO REACH UNDERSTANDING(COMMENT: THIS
WAS TACTIC USED LAST SPRING BY GDR TO SHOW THAT SENAT
WAS RESPONSIBLE FOR LACK OF PROGRESS IN BOUNDARY

RESCUE NEGOTIATIONS), AND HE VOLUNTEERED FIGURE OF DM 96.3 MILLION AS AMOUNT OF ANNUAL SUBSIDY GDR SEEKING FOR S-BAHN, MITDANK SAID IF SENAT HAS DIFFICULTIES BUDGETING SUCH A SUM IT COULD DELAY IMPLEMENTATION OF SUEDEGELAENDE CONSTRUCTION WHICH, PURSUANT TO FEBRUARY 1974 SENAT-REICHSBAHN TECHNICAL AGREEMENT, INVOLVES USE OF REICHSBAHN PROPERTY FOR AUTOBAHN CONSTRUCTION AND ERECTION OF FREIGHT STATION FOR REICHSBAHN.

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4. COMMENT: MITDANK'S LATEST PRESENTATION APPEARS TO BE CONTINUATION OF FAMILIAR GDR EFFORT TO FRIGHTEN SENAT INTO NO-WIN NEGOTIATION IN WHICH IT WOULD ACCEPT PRINCIPLE OF PROVIDING FINANCIAL SUPPORT FOR S-BAHN AND SPECIAL GDR ROLE IN WIDE RANGE OF INTERNAL WEST BERLIN AFFAIRS. STATEMENT IS NEITHER MORE OR LESS SPECIFIC THAN EARLIER ONES ON JUST WHAT GDR MIGHT DO OR WHEN IT MIGHT DO IT. IT IS HOWEVER, MOST DETAIL PRESENTATION WE HAVE SEEN OF GDR'S POSITION AND MAY WELL BE DESIGNED FOR PUBLICATION IN EVENT GDR FEELS NEED TO JUSTIFY UNILATERAL CHANGE IN EXISTING SITUATION AND TO PIN BLAME ON SENAT.

5. AS REPORTED REF A, ALLIED MISSIONS HAD REACHED TENTATIVE AGREEMENT THAT, ONCE PROBLEM OF REICHSBAHN CONSTRUCTION HAD BEEN RESOLVED, CHAIRMAN POLAD SHOULD MAKE APPROACH TO SOVIETS IN ORDER TO ENCOURAGE SOVIETS TO EXERCISE RESTRAINT ON GDR AND TO PRESERVE ALLIED LEGAL POSITION SHOULD ALLIES EVENTUALLY HAVE TO TAKE SOME ACTION WITH RESPECT TO S-BAHN. SENAT HAD ALSO PROPOSED THAT ALLIED AND SENAT STUDY IMPLICATIONS IN S-BAHN SITUATION. BRITISH MISSION INFORM US THAT SENTIMENT WAS EXPRESSED AT RECENT TRIPARTITE EMBASSY MEETING IN BONN FOR MISSIONS TO PARTICIPATE IN JOINT DISCUSSIONS WITH SENAT ON FUTURE OF S-BAHN AND POSSIBLE CONTINGENCIES BUT NOT TO SPEAK TO SOVIETS UNTIL WORKING PARTY HAD REACHED SOME CONCLUSIONS. BRITISH HAVE NOW SUGGESTED THAT DEPUTY POLAD CONSIDER TERMS OF REFERENCE FOR SUCH A WORKING GROUP.

6. WE ARE INCLINED TO BELIEVE THAT LOW-KEY APPROACH TO SOVIETS ALONG LINES OF TALKING POINTS REF A SHOULD BE INDEPENDENT OF WORKING GROUP OR AT LEAST NOT CONTINGENT UPON WORKING GROUP REACHING "CONCLUSIONS." SENAT APPEARS TO HAVE TAKEN FIRM BASIC POSITION THAT IT IS NOT INTERESTED IN NEGOTIATIONS, AND IT HAS EXPRESSED DESIRE THAT ALLIES SPEAK TO SOVIETS BEFORE STUDY GROUP HAS COMPLETED ITS WORK. SUCH STUDY PRO-

JECTS IN BERLIN MAY TAKE INORDINATE AMOUNT
OF TIME. WE CAN WELL IMAGINE CONSIDERABLE DELAY
WHILE FRENCH DESIRE TO AVOID FORMALISTIC SENAT-
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ALLIED CONSTRUCTIONS IS BALANCED AGAINST BRITISH DESIRE
FOR " TEMS OF REFERENCE". FRANCH HAVE ALREADY SAID THAT
THEY ENVISAGE ALLIES SUBMITTING QUESTIONSTO SENAT
AND RECEIVING WRITTEN ANSWER RATHER THAN FACE
TO FACE DISCUSSIONS, A POSITION THAT DELAYED SERIOUS
CONSIDERATION OF SUBJECT WITH SENAT FOR MONTHS LAST
YEAR. WE WILL TRY TO ENCOURAE INFORMAL EXCHANE
OF VIEWS , BUT ARE DOUBTFUL THAT THIS WILL BE ACCOMPLISHED
VERY QUICKELY OR THAT IT IS LIKELY TO PRODUCE FIRM
CONCLUSIONS FOR WHAT ARE STILL CONTINGENCIES. IN
EVENT THAT JOINT STUDY EVENTUALLY PRODUCES CONCRETE
RECOMMENDATIONS THAT AREAPPROVED BY EMBASSIES WE
COULD OF COURSE ALWAYS GO BACK TO SOVIETS WITH
SPECIFIC MESSAGE. IN MEANTIME, HOWEVER, AND POS-
TULATING ALL THIS UPON TIME WHEN SITUATION IS NOT
COMPLICAED BY EXISTING PROBLEMS OVER REICHSBAHN
CONSTRUCTION, WE BELIEVE IT WOULD BE PRUDENT TO
SPEAK GENERALLY TO SOVIETS ALONG LINES OF
TALKING POINTS REF A WHILE SITUATION IS STILL FLUID.

7. ACTION REQUESTED: CLARIFICATION OF BONN GROUP DESIRE
ON STEPS TO BE TAKEN BY MISSIONS.GEORGE

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: TEXT, TRANSPORTATION, NEGOTIATIONS, INTERGOVERNMENTAL COOPERATION, TRAVEL CONTROLS, AIDE MEMOIRE
Control Number: n/a
Copy: SINGLE
Draft Date: 10 MAR 1976
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: BoyleJA
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1976USBERL00472
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D760090-0991
From: USBERLIN
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1976/newtext/t19760373/aaaacmvf.tel
Line Count: 308
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION EUR
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 76 USBERLIN 387, 76 USBERLIN 302, 76 USBERLIN 454
Review Action: RELEASED, APPROVED
Review Authority: BoyleJA
Review Comment: n/a
Review Content Flags:
Review Date: 20 APR 2004
Review Event:
Review Exemptions: n/a
Review History: RELEASED <20 APR 2004 by ElyME>; APPROVED <16 AUG 2004 by BoyleJA>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
04 MAY 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: GDR PROPOSAL FOR S-BAHN NEGOTIATIONS
TAGS: PGOV, PFOR, WB, GC, GE, UR
To: BONN
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006